

## APPENDIX J—SUMMARY OF COUNTY GENERAL PLAN PUBLIC LAND DECISIONS

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The Federal Land Policy and Management Act (FLPMA) of 1976 Section 202 (c) (9) directs that “Land use plans of the Secretary [of the Interior]...shall be consistent with State and local plans to the maximum extent he finds consistent with Federal law and purposes of this Act.” To comply with this consistency requirement, the Bureau of Land Management (BLM) considered state and local plans. In the case of Utah counties, local plans are titled “general management plans.”

In 1992, the Utah State Legislature adopted the County Land Use Development and Management Act. This legislation’s purpose was to enable counties to develop comprehensive general management plans for their present and future needs and the growth and development of lands within their borders. Counties completed general management plans in the mid- to late 1990s with funding provided by the Governor’s Office of Planning and Budget. Public lands and resources are only one of many topics addressed in the plans.

This document presents statements on public land and Resource Management Plan (RMP)-level resource management contained in the general management plans of the two counties encompassed by BLM’s Kanab Field Office.

This document makes no judgments about the appropriateness or correctness of the counties’ statements but simply records them as written. All resources are listed in the sequence in which they appear in Appendix C of BLM’s *Land Use Planning Handbook*, H-1601-1. Because the county plans are organized differently, this sometimes required summarizing or taking county plan statements out of context. Consequently, a page attribution for each statement cited is included. If readers have questions, they are invited to check the county plans. Not every county commented on every resource, and some of the counties did not comment on some resources of concern to BLM.

### GENERAL MANAGEMENT PLAN STATEMENTS

#### Garfield

- The small private land base cannot be effectively sustained without considering the management of the public lands. Therefore, county leaders will develop a cooperative working relationship with all government agency managers to ensure the inclusion of local perspectives and concerns in public land management directions. (Garfield, p. 3-2)
- Practice has shown that attempts to manage natural resource development with a single resource focus fail to reflect the true scope of impacts to the natural and built environment. At the same time, the “ecosystem management” concept, as described by Federal agencies, tends to treat humans as intruders in the natural system. County leaders reject this supposition and will insist that natural resource management plans and/or “ecosystem” management plans for all county lands, public or private, consider humans as part of the system. (Garfield, p. 3-2)
- Continue to support exploration and development of other natural resources within Garfield County. (Garfield, p. 5-4)
- ...the county deems it critical that RMPs provide for range improvements, current grazing on public lands be preserved, county water rights be maintained, and public lands timber harvesting be continued and mining leases be considered and encouraged. (Garfield, p. 6-8)

- ...it is in the county's best interest that BLM/U.S. Forest Service (USFS) management practices encourage economic ecological sustainability... (Garfield, p. 6-8)

## **Kane**

- Federal land management planning processes will include Kane County as an active, on-going partner and will be consistent with county goals and policies when not constrained by federal law. (Kane, p. 11)
- Land use policies and regulations will recognize and respect the constraints which natural hazards present to human use. The presence of sensitive lands such as important watersheds and habitat for wildlife and livestock will also be reflected. Most importantly, the county will recognize that humans have been an integral part of natural systems in the region for over 10,000 years, and must continue to play an active role in the functioning of natural systems. (Kane, p. 10)
- Maintain or improve the primary landscape soil, vegetation and watershed resources in a manner that perpetuates and sustains a diversity of uses while fully supporting the custom, culture, economic stability and viability of Kane County and our individual citizens. Essentially all rangeland use and value is dependent upon maintenance and enhancement of the primary landscape soil and vegetation resource... (Kane, p. 37)
- Continue to insist that federal land management plans which regulate public lands in Kane County promote the multiple use/sustained yield concept of public lands use. (Kane, p. 60)
- Work closely with federal land managers in the preparation of Federal Resource Management Plans. (Kane, p. 60)
- Reject federal attempts to impose integral vistas, Class I air attainment areas, buffer zones, critical habitat designation, and other means to further restrict uses of the small private land base in Kane County. (Kane, p. 60)
- The county will not accept any form of "ecosystem" management of federal lands if such planning impacts the use and enjoyment of the few private land holdings found in the county. (Kane, p. 61)
- All federal land management agencies in Kane County should include a full assessment of the social and economic impacts of management actions. (Kane, p. 61)

## **NATURAL, BIOLOGICAL, AND CULTURAL RESOURCES**

### **Air**

#### **Garfield**

- The preservation of clean air is one of the goals of Garfield County. At this time, this goal does not present a conflict with economic or resource development, except in a few selected areas... (Garfield, p. 4-2)

#### **Kane**

- Comply with the National Ambient Air Quality Act and State of Utah regulations and their standards to prevent significant deterioration of the high air quality found in Kane County. (Kane, p. 81)

## Soil and Water

### Garfield

- The county will identify and map all drinking water source protection zones in effect in the county and will recognize their importance in land use permit reviews and approvals. (Garfield, p. 3-4)

### Kane

- The county will address erosion control, salinity control, water quality impacts, and associated concerns when land use proposals are reviewed. (Kane, p. 37)
- Develop surface disturbance mitigation plans on soils with a high or very high erosion hazard rating within plans for multiple recreation use, road building, timber harvest, mechanical range treatments, prescribed fires, range improvements and vegetation manipulation. (Kane, p. 38)
- The BLM must comply with Utah water quality law including the processes set forth for achieving water quality standards. (Kane, p. 64)
- Develop management plans for multiple recreation uses in high erosion hazard watersheds, or watersheds where accelerated erosion is occurring, which [ensure] that planning documents and/or other agreements which alter multiple recreation use are formulated through coordination with the Kane County Resource Development Committee, which includes Off Highway Motorized Vehicle recreationist representative groups. (Kane, p. 64)
- Provide for the development and maintenance of water conveyance systems. (Kane, p. 65)

## Vegetation

### Kane

- Large expanses of the land base in Kane County is covered by a Pinyon-Juniper plant community which inhibits the growth of necessary forbs and grasses. This plant community must be managed so as to allow a more diverse vegetative resource. (Kane, p. 37)
- Include within fire line and site rehabilitation plans, native or exotic vegetation capable of supporting watershed function and habitat for wildlife and livestock. (Kane, p. 38)
- Develop and implement an aggressive juniper and shrub abatement and control plan for all sites where invasion is adversely affecting desirable vegetation and/or wildlife. (Kane, p. 38)
- Apply State of Utah approved noxious weed control methods through integration into all planning efforts to prevent the invasion of noxious weeds and to improve the ecological status of sites which have been invaded by weeds in coordination with the Kane County Weed Control Program (includes burning, mechanical, manual, biological, and chemical control methods). (Kane, pp. 38-39)
- Maintain or improve conifer tree health, vegetation diversity, [and] wildlife and watershed values through active management of conifer forests in Kane County and prevent encroachment of Pinyon-Juniper into these communities. (Kane, p. 72)

## Special Status Species

### Kane

- The county will continue to oppose any listing of a threatened or endangered species which does not include an analysis of the impacts to the [county's] economic base. (Kane, p. 61)

## Fish and Wildlife

### Garfield

- ...the county desires that wildlife resources be comprehensively managed without detriment to county economic interests. (Garfield, p. 6-8)
- ...wildlife numbers must be established for designated areas within the county. It is county policy that introduction of any exotic plant or animal species into the county should not take place without formal concurrence by the county commission and that public hearings should be held in Garfield County prior to any such introductions. (Garfield, p. 6-10)
- Garfield County believes watchable wildlife areas should be developed. (Garfield, p. 6-10)
- Garfield County has organized a wildlife committee to make recommendations on wildlife numbers. Committee recommendations should be based on balancing economic, recreational, environmental, and other needs and demands. (Garfield, p. 6-10)

### Kane

- Maintain, improve or mitigate habitat in order to sustain viable and harvestable populations of big game and upland game species as well as wetland/riparian habitat for waterfowl, fur bearers and a diversity of other game and non-game species. (Kane, p. 66)
- Consult with the Utah [Division] of Wildlife Resources, all affected land owners, lessees and permittees to develop...guidelines for future site specific management plans affecting upland, water fowl and big game habitat. (Kane, p. 66)

## Fire Management

### Kane

- Develop prescribed fire and wildfire management plans to re-establish historic fire frequencies for appropriate vegetation types and include in such plans livestock grazing techniques as a tool for fire fuel management related to both wildfires and prescribed fires. (Kane, p. 38)

## Cultural Resources

### Garfield

- The subcommittee felt that protecting the county's traditional land uses and rural aesthetics should be one of the ordinance's main objectives. (Garfield, p. 7-1)

### Kane

- The preservation of historic resources in Kane County has been the focus of many local and regional organizations. Kane County will continue to partner with such organizations in historic preservation projects, but does not intend to become a lead agency in historic preservation. Conservation efforts will focus on the rehabilitation of the land base in order to improve the functioning of natural systems for the benefit of residents and visitors. (Kane, pp. 10-11)
- Select at least three (3) cultural resource sites for evaluation annually and track any changes in site characteristics such as deterioration or vandalism. Where sufficient data indicates adverse impacts of multiple uses occurring on a site, establish mitigation measures to reduce impacts and protect and conserve unique cultural resources. (Kane, p. 71)

- Manage the existing historic district designations in accordance with Section 110 of the National Historic Preservation Act of 1966. (Kane, p. 71)
- Nominate appropriate site/areas to the National Register of Historic Places only in accordance with the policies and procedures outlined in [the National Environmental Policy Act (NEPA)]. (Kane, p. 71)
- Document, record and make available to the Kane County Historical Museum Committee all data that details conditions found at specific cultural and paleontological sites during all site visits. (Kane, p. 71)

## **Paleontological Resources**

### **Kane**

- Select at least three (3) paleontological sites for evaluation annually and track any changes in site characteristics such as deterioration or vandalism. Where sufficient data indicates adverse impacts of multiple uses occurring on a site, establish mitigation measures to reduce impacts and protect and conserve unique paleontological resources. (Kane, p. 71)

## **Visual Resources**

### **Kane**

- Visual Resource management on federal lands cannot be allowed to impede the legal uses of private lands. (Kane, p. 61)
- In coordination with federal agencies and state and local government planning agencies, and in cooperation with interested members of the public, re-evaluate current [Visual Resource Management] classifications within 3 years and every 10 years thereafter. (Kane, p. 78)

## **RESOURCE USES**

### **Forestry and Woodland Products**

#### **Garfield**

- Garfield County wishes to retain its existing timber-related businesses. (Garfield, p. 5-3)
- Continue to support the timber industry with the goal of achieving the highest long-term sustained production level. (Garfield, p. 5-4)
- ...the county deems it critical that...public land timber harvesting be continued. (Garfield, p. 6-8)

#### **Kane**

- Plan and implement selective timber and firewood harvesting programs where dead and/or decadent trees need to be removed to improve forest health. (Kane, p. 72)

### **Livestock Grazing**

#### **Garfield**

- Maintenance and expansion of the livestock trade should be encouraged. (Garfield, p. 5-4)

- ...the county deems it critical that resource management plans provide for range improvements [and] current grazing on public land be preserved. (Garfield, p. 6-8)
- ...the number of animal unit months (AUM) allocated within the county should be expanded to the full carrying capacity of the forage resource. (Garfield, p. 6-10)

## Kane

- Develop grazing management plans following wild or prescribed fire...to provide for use of grazing animal management to enhance recovery. (Kane, p. 38)
- Provide for landscape vegetation maintenance and improvement which will support restoration of suspended AUMs [and] allocation of continuously available temporary non-renewable use as active preference. Current active preference and continuously available supplemental use is considered the established allowable use for livestock grazing. (Kane, pp. 61–62)
- Identify and implement all possible livestock distribution, forage production enhancement, and weed control programs before seeking changes in livestock use levels. (Kane, p. 62)
- Document all decisions or agreements resulting in changes in active preference. Determine from monitoring data, trend studies and seral class rangeland studies, the amount of authorized use that can be sustained. (Kane, p. 63)

## Recreation

### Garfield

- Recreation development occurring [on public lands] should be clustered so as not to inhibit the continuing use of other lands for legitimate multiple uses. (Garfield, p. 1-8)
- The county will support efforts to establish hiking and off-highway vehicle trails across public lands, including a bicycle trail along Highway 12, which is a designated Scenic Byway. (Garfield, p. 2-6)
- ...in an effort to strengthen its economic base, the county desires to increase its revenue opportunities through enhancing county recreational opportunities and developing destination-related activities. (Garfield, p. 5-3)
- Garfield County supports exploring tourism and recreational opportunities in the county. (Garfield, p. 5-3)
- Garfield County supports creating new attractions and recreational facilities within the county. (Garfield, p. 5-3)

### Kane

- Provide for multiple recreation uses in Kane County, including federally administered lands located within its boundaries, ... high quality recreational opportunities and experiences at developed and undeveloped recreation sites, by allowing historic uses and access while maintaining existing amenities and by providing new recreation sites for the public's enjoyment. (Kane, p. 73)
- Pursue increased public access opportunities in both motorized and non-motorized settings through the acquisition of rights-of-way or easements, both public and private. (Kane, p. 73)
- Recognize that multiple recreation uses are mandated by the multiple use concept and that adequate outdoor recreation resources must be provided on the BLM administered lands and waterways. (Kane, p. 73)
- Provide for continued multiple recreation uses in special and extensive recreation management areas, including those areas where state, federal and/or private funds and materials were or are considered to be used to provide for recreational facilities. (Kane, p. 74)

- In compliance with applicable local, state and federal laws, identify specific areas for additional trailhead facilities for motorized and non-motorized access; development and/or maintenance of roads, trails, and waterways for both motorized and non-motorized access; [and] restoration of those areas formerly available for historical recreational uses (e.g., motorized and equestrian access for recreational and competitive events, hunting and boating). (Kane, pp. 74–75)
- Provide for adequate outdoor recreation resources by revising the designated areas to decrease or eliminate limitations and restrictions where the review and evaluation shows that the limitations and restrictions are no longer appropriate and necessary. (Kane, p. 75)
- Integrate multiple recreation uses into all planning efforts to [ensure that] they can continue to occur compatibly with vegetation development and soil stability. (Kane, p. 39)
- Adopt a policy of promoting all facets of destination tourism in Kane County. The policy will direct its major promotional efforts to those facets of tourism that benefit the maximum number of businesses in the county. (Kane, p. 49)
- Develop and promote a multiple use recreation and other public service facility at the Kaneplex site. (Kane, p. 51)

## Transportation

### Garfield

- Maintain or improve the existing roadway system within the county, including the preservation of [Revised Statute] 2477 access rights-of-way to Federal and state lands for mining, timber, grazing, etc. Such activity is authorized by state law (UCA 27-12-25). (Garfield, p. 2-5)
- Existing public access to public land [should] be protected and all [Revised Statute] 2477 rights-of-way preserved. (Garfield, p. 6-8)
- It is the policy of Garfield County to preserve and enhance access to public lands. (Garfield, p. 6-11)

### Kane

- Kane County will take the lead in providing a safe, efficient and functional transportation system which emphasizes the circulation of residents and visitors between communities, as well as to the scenic wonders found in the county. The system will stress a wide range of transportation methods and will be founded upon the ability of the county to utilize rights-of-way on public lands asserted under the authority of Revised Statute 2477. (Kane, p. 32)
- Kane County will pursue a Memorandum of Understanding with all affected federal land managers which allows for joint administration of a one mile wide corridor along all arterial and scenic routes. (Kane, pp. 32–33)
- Kane County will establish a standard which allows for the closure of county roads to the general public, but allows for controlled access by authorized persons. (Kane, p. 33)
- All areas historically accessed by off-road recreational vehicles, mechanized vehicles, horses and boats should continue to be available for their historical uses. These historically accessed areas include roads, trails, sand washes, and waterways identified to the Kane County Clerk as Revised Statute 2477 rights-of-way. (Kane, p. 74)

## **Lands and Realty**

### **Garfield**

- Transfers of private land to Federal or state ownership should not result in a net “private land” acreage loss, unless they result in long-term, ongoing, economic benefits to the county. (Garfield, p. 6-8)
- Garfield County supports identifying possible Federal and state land exchanges, with the understanding that such exchanges will not increase the net acreage of Federal lands in the county. (Garfield, p. 6-9)
- Garfield County will normally, before supporting or approving any Federal-state-county exchanges, involve the County Natural Resource/Land Use Committee. (Garfield, p. 6-10)

### **Kane**

- The county will identify BLM parcels of land needed for community development purposes. These parcels will be noted in the Kanab RMP. (Kane, p. 60)
- The BLM will continue to allow the use of federal lands for Recreation and Public Purposes, to include access roads and parking areas in locations receiving tourist visitation. (Kane, p. 60)
- There will be “No Net Increase” of federal lands in Kane County. (Kane, p. 61)
- Identify and give priority consideration to requests for exchanges or purchases from private land owners with fenced federal range, isolated tracts, or irregular boundary lines. (Kane, p. 68)
- Manage newly acquired lands and lands that have been returned to BLM management through revocation of withdrawals in accordance with existing land use plans for adjacent land. (Kane, pp. 68–69)

## **Minerals and Energy**

### **Garfield**

- Garfield County supports aggressively pursuing coal and other mineral resource development. (Garfield, p. 5-3)
- [Garfield County] deems it critical that...mining leases be considered and encouraged. (Garfield, p. 6-8)

### **Kane**

- Facilitate environmentally responsible exploration and development based on a preponderance of scientific evidence for locatable mineral, oil, gas and geothermal, and common variety mineral resources on BLM administered lands opened to location under mining and other appropriate statutes. (Kane, p. 69)
- In coordination with federal agencies...develop a land management mineral classification plan to evaluate, classify and inventory the potential for locatable mineral, oil, gas and geothermal, and material mineral exploration or development in Kane County to [ensure] that lands shall remain open and available unless withdrawn through the NEPA process. (Kane, p. 70)



## **SPECIAL DESIGNATIONS**

### **Areas of Critical Environmental Concern (ACEC)**

#### **Kane**

- In order to promote multiple use and release management agencies and affected land owners from the burden of an added layer of management, conduct an evaluation of all existing ACEC designations and release those that reflect changes from conditions existing at the time of designation and/or [release those for which] newly acquired information and data indicate they no longer qualify. Conduct NEPA and FLPMA statutory review individually on each new area proposed for designation as Areas of Critical Environmental Concern. (Kane, p. 78)
- In compliance with the planning process set forth in FLPMA, inventory the lands in Kane County, identify specific Areas of Critical Environmental Concern by describing the statutory criteria present in the areas, and develop and implement a Management Plan for providing the specific management protection required. (Kane, p. 79)
- Describe the important uniqueness (one of a kind), historic, cultural or scenic value; the fish and wildlife resources; or other natural systems or processes in any proposed ACEC, and describe and document the damage which will occur to such value unless special management attention is given to the area, or describe and document the natural hazards of the area which will endanger life [and] safety unless special management attention is given. (Kane, p. 79)
- Describe and document the special management attention which is necessary to protect the proposed area from imminent damage to the statutory unique (one of a kind), relevance and importance values or to protect life and safety from natural hazards, and quantify the manner in which such special management attention is expected to provide the needed protection. (Kane, p. 80)

### **Wild and Scenic Rivers**

#### **Garfield**

- Garfield County will, if it deems appropriate, comment on and may develop and submit proposals for Wild and Scenic River designations to the appropriate Federal land management agencies. (Garfield, p. 6-11)

#### **Kane**

- In compliance with applicable local, state and federal laws, identify specific areas for national wild and scenic river system potential. (Kane, pp. 74–75)
- Seek immediate Congressional designation action on all Wild and Scenic River recommendations in Kane County to release these areas for multiple use management and in the interim prevent, minimize or mitigate impairment or degradation of such areas to the extent that Congressional actions are not pre-empted. Upon Congressional release, return management policies for the affected area to those consistent with land use plans and the non-wilderness full multiple use concept mandated by the Federal Land Policy and Management Act and Public Rangelands Improvement Act. (Kane, pp. 76–77)

## Wilderness Study Areas

### Kane

- Seek immediate Congressional designation action on all [Wilderness Study Area] recommendations in Kane County to release these areas for multiple use management and in the interim prevent, minimize or mitigate impairment or degradation of such areas to the extent that Congressional actions are not pre-empted. Upon Congressional release, return management policies for the affected area to those consistent with land use plans and the non-wilderness full multiple use concept mandated by the Federal Land Policy and Management Act and Public Rangelands Improvement Act. (Kane, pp. 76–77)

## Other Special Designations

### Kane

- Protect the integrity of those portions of the Spanish Trail and associated cultural resource sites on BLM administered lands. (Kane, p. 71)

## OTHER COUNTY ISSUES

### Payment in Lieu of Taxes

#### Garfield

- Garfield County wishes to increase Payments in Lieu of Taxes (PILT). (Garfield, p. 5-3)
- The county takes the position that it should not be penalized, through loss of Federal or state shared revenues such as PILT, mineral leasing, or other revenues, when Federal lands become state lands or when state school trust lands are exchanged. (Garfield, p. 6-9)

### Search and Rescue

#### Garfield

- ...Garfield County...supports establishing a state search and rescue fund. Monies from this fund would be used to reimburse counties for county-provided search and rescue services. (Garfield, p. 4-8)
- As a matter of economic reality, Garfield County reserves the right to establish user fees for search and rescue activities, based on a user pay concept. (Garfield p. 6-9)